Recreation Facilities:
A Strategy for the 90s

Nova Scotia
Sport and Recreation Commission

Nova Scotia Sport and Recreation Commission
Recreation Facility Development

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A Strategy for the 90s

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Executive Summary

Throughout 1988, a staff committee, at the request of the Minister Responsible for Sport and Recreation, carried out a comprehensive review of the Nova Scotia Sport and Recreation Commission Recreation Facility Development Program.

The review included all aspects of recreation facility development and was not restricted to the Capital Grant Program.

Keeping in mind the strategic priorities of the government and the Commission, the committee identified objectives and then added to, or amended, existing programs in order to achieve these objectives.

The review specifically addressed the areas of grant programs, services, procedures, and policies.

Programs and services are concerned with *what* the Commission delivers to its clients, and procedures and policies are concerned with *how* they are delivered.

Much of the report is concerned with refining the Commission's existing operations, but there are some major changes.

In the program area changes have been made in the Capital Grant Program. These changes are intended to allow a greater flexibility in dealing with applications and also to improve the quality of projects by providing a specific criteria for assessment.

In the services area a major provincial facility needs assessment is planned.

In the procedures or administrative, area the most significant changes refer to the approval process, for which specific review periods have been established.

In the policies area the single most significant change is the move towards ensuring accessibility. There are, however, many changes intended to clarify areas which at the present are ill defined in terms of eligibility for funding.

Basic Principles

1. The role of the Sport and Recreation Commission in the development of recreation facilities will be identified, while respecting the primacy of the Municipal unit in the delivery of recreation services.

2. Commission policies, programs, and services will reflect:
   - fairness
   - effectiveness
   - responsibility
   - service to all Nova Scotians
   - leadership

3. Grant funds are to be a tool to assist in providing services to Nova Scotians, based on current and future needs of the general public. They are not a reward or demerit system for past action.

4. The emphasis is on using budgets more effectively to deliver quality recreation services rather than increasing budgets.

5. It is recognized that facility needs are established by program needs and not vice versa.

6. The right of all Nova Scotians to be able to access recreation facilities and their related programs is recognized.

7. An educational and incentive system is more effective than legislation in encouraging the development of quality recreation facilities and programs.

8. The Commission will work to avoid the problems of oversupply of facilities that could affect the viability of existing facilities.

9. Within the entire program, ownership and commitment, both moral and financial, by the community is an essential and required element.

10. There will be an integrated approach to the planning, design, construction, operation, and ultimate use of recreation facilities funded by any branch of the provincial government.

11. The Commission has a role in being proactive as well as reactive in the realm of recreation facility development.

12. All grant programs require a positive action or change by the recipient, be open to continual review, and not be an automatic annual disbursement.

13. Other than in the areas of information and training resources, a contribution by the recipient will be required, and in all cases provincial objectives will be satisfied.

14. It is recognized that the acceptance (and therefore the effective implementation) of the program can be improved by prior consultation with client groups and agencies.

15. In establishing its role in recreation facility development, the Commission acknowledges the importance of a cooperative working partnership with all other organizations, agencies and individuals with an interest in recreation facilities.

Objectives

A. Provide an optimum level of service through the construction of new facilities and the retention and improvement of existing facilities.

B. Ensure that facilities are efficient and effective in design and operation.

C. Ensure the facilities are appropriate to both present and future needs.

D. Ensure that land is available for future recreation facility development.

Strategies to Achieve Objectives

Objective A

Optimum level of service through construction and retention

A.1 To carry out a provincial needs assessment to establish the optimum level of service.

A.2 To make a provincial inventory to determine the quality, quantity, and significance of existing facilities.

A.3 To analyze the needs assessment and inventory (i.e., A.1 and A.2) to determine action required by both type and amount.

A.4 To maintain and improve the R.F.D. Program while the needs assessment and inventory are in progress.

Objective B

Efficient and effective in design and operation

Four main elements are involved in the achievement of efficient and effective design and operation. These are Leadership, Standards, Programs, and Maintenance.

B.1 Leadership

a) To assist in the preparation of suggested criteria for board, management, and operation positions.

b) To provide opportunities for training by seminars, workshops, and support material.

c) To encourage and promote the use of training opportunities.

d) To promote the need for leadership training opportunities.

e) To develop Commission staff leadership skills, capabilities, and resources.

B.2 Standards

a) To provide assistance to communities in obtaining professional design services.

b) To provide assistance in the development of operational and maintenance manuals and of assessment/evaluation programs.

c) To encourage and, if possible, enforce at least minimum standards for access to facilities, programs, and services by wheelchair users and other persons with disabilities.

d) To identify safety requirements of other government departments and agencies.

e) To review and assess implications of applicable standards and legislation on the provision of facilities.

f) To make representation, where necessary, regarding facility legislation and standards to regulatory agencies and/or users.

g) To actively encourage cooperation between
(a) regulatory agencies and
(b) users and these agencies.

B.3 Programs

a) To keep abreast of innovative and new program developments. The Commission should analyze these and disseminate pertinent information to appropriate clientele.

b) To provide financial assistance for selected pilot projects to assess and evaluate trends and new ideas.

B.4 Maintenance

a) To encourage good planning and design by owner and designer. To assist in this the Commission will prepare and make available resource material and programs.

b) To develop resource material targeted at different elements (e.g., building, commission, manager, etc.).

c) To encourage life cycle design and planning.

Objective C

Facilities appropriate to needs

For facilities to be appropriate to needs many factors have an influence.

- Response to change
- Preparation
- Research
- Planning
- Resources for planning design and construction
- Agency cooperation
- Ongoing evaluation
- Operation

The effect of these elements can then result in:

- Capital improvements
- Capital changes — programs or product
- Organizational changes

It should be noted that the needs assessment instrument should identify appropriateness for renovation. For example, an identified unfulfilled need could perhaps be satisfied by renovations to an existing facility.

C.1 To generate an environment for acceptance of change, if necessary, by providing resources (human, material, and fiscal) to enable change.

C.2 To identify potential need for change from needs assessment and subsequently develop policies, programs, and procedures.

C.3 To keep abreast of latest trends in recreation facilities and construction, and to this end, maintain contacts with the design and construction industry as well as recreation organizations. The Commission will make findings available to the appropriate clients.

C.4 To establish a specific working relationship with other government departments and agencies in the planning of all facilities that have an impact on the delivery of sport and recreation opportunities for Nova Scotians.

C.5 To encourage and support inter-municipal planning, development, and operation of major recreation facilities.

C.6 To provide assistance for feasibility studies and research into trends and developments in recreation facilities.

C.7 To facilitate inter-agency cooperation within any planning process in the development of recreation facilities (including, but not limited to, municipalities).

Objective D

Land acquisition

The need for land acquisition for future recreation development grant programs may be identified in the provincial needs assessment.

The Commission's internal review does not at this time indicate a need for a grant program to acquire land for future recreation facility development.

However, there are many factors that impact on land use and availability, and the Commission will be addressing these.

D.1 To be aware of and give input to legislation concerning land use and availability.

D.2 To encourage the consideration of future land needs in all planning processes, particularly those related to recreation. The Commission will continue to encourage municipal recreation master planning to include provisions for future recreation land needs.

The Commission will also retain its liaison and input, where appropriate, with the Deputy Minister's Land Use Committee and sub-committees.

D.3 To review the results of the provincial needs assessment to assess the potential or need for a grant program for land acquisition for future recreation development.

D.4 To prepare an educational package as part of a reference series on facilities containing information on the following, but not necessarily limited to them:

- Zoning
- Purchase
- Expropriation
- Trade-off
- 5% land dedication
- Private donations
- Bequests
- Tax credit
- Planning
- Crown land

Programs

1. Recreation Facility Development Program (Capital)

2. Planning Assistance Program

3. Pilot Projects

4. Facility Management Incentives

5. Agency Assistance Program

6. Training Development Program (External and Internal)

Programs

1. Recreation Facility Development Program - Capital Grant

Changes in the Recreation Facility Development Capital Grant Program have been designed to enable the applicant and the Commission to work together to ensure the best possible planning and preparation of projects.

There are also changes in the procedures and policies affecting the program to clarify issues and keep applicants informed. An important procedural change is that there will be two reviews per year.

The maximum grant remains at one third except for a new policy, Commission Priority, which extends the maximum up to 40 per cent.

The main change in the program itself is that the applications will receive a more formal assessment based on two levels of criteria.

The first level of criteria consists of factors fundamental to the review of every application:

- Planning needs assessed
- Accessibility
- Municipal support
- Community usage
- Lack of duplication
- Management training (see Appendix B)

The second level of criteria consists of elements which may enhance an application's assessment. These may vary considerably and consist of:

- Retrofitting
- Municipal projects
- Provincial Sport/Recreation needs
- Management training
- Small rural projects
- Prior performance in Recreation Facility Development Projects
- Other unique or extenuating circumstances (see Appendix C)

The elements may be used to assess applications and also more importantly to assist clients in improving the quality of their projects.

2. Planning Assistance Program

The construction and major renovation of recreation facilities represent a substantial portion of the total financing available to recreation.

It is vital, therefore, that decisions concerning the provision or existence of facilities are based on good information.

More and more of this information is of a highly specialized nature beyond the expertise of community organizations with little or no experience of recreation facilities.

The Commission can provide a most valuable service to clients by providing financial assistance to communities to enable them to retain the services of experts in the field.

The Commission presently has a successful program, the Planning Assistance Program, which provides grants of 50 per cent of consultant costs up to a maximum of $2,000.

In view of the value of this service and the fact that planning costs are very low in relation to the resulting future investment, the Planning Assistance Program has been made more flexible and the base funding has been increased.

The Planning Assistance Program's stated maximum has been raised to $3,000.

Generally, for a typical study, a total cost of $6,000 will provide a great deal of assistance to a community, however, ***in special cases both the amount and percentage may be varied.***

Special cases may be such situations as large complexes, relationship to municipal master plans, regional (inter municipal planning), or where a highly technical multidisciplinary approach is needed.

The reason for having an open ended program is that there is a need to increase the support for special high-cost studies, but a large ceiling on the criteria might have resulted in costs being increased to meet perceived availability of funding.

Secondly, there are situations in planning where a small grant, even if it were more than 50 per cent of cost, would be justified to ensure good planning and thus reduce the construction costs related to a more expensive facility.

This program has been utilized to deal with many problems and can also create the environment of change necessary to allow improvements to be made in the provision of recreation facilities.

3. Pilot Projects

The present Pilot Project budget is to be retained and used to provide special assistance in establishing projects of an innovative or experimental nature with potential province-wide application. Funding will be at the discretion of the Commission.

For example, the Commission itself may initiate a project and negotiate with a client group to undertake the project.

4. Facility Management Incentives

There is a continuing demand from client groups for a program to assist with the operational aspects of facility development.

Input from all sources, including the Commission itself, has identified the vital nature of proper operation of facilities, indicating that, in fact, the operational side of facilities is the most important factor in the provision of facilities.

The Commission already provides support for the education of facility personnel and resources to improve management and facility management associations.

However the Commission can do nothing, or very little, to ensure that these opportunities are translated into better facility management. The Commission even has great difficulty obtaining vital data on facilities' operations.

By providing a small operating incentive grant towards the costs of the above, the Commission can take a much more proactive role in ensuring that facilities are better managed and ensuring that operating data is available in order to properly plan for the development of facilities in the future.

A new two-part grant program has been initiated that could provide a grant in return for steps being taken by the facility management to improve their operation and also to assist the Commission in planning for facility development.

1. The Human Resource Training Incentive Program for staff and boards. The maximum incentive of $1,000/facility/year is to be based on operation.

2. Data collection and monitoring incentives relate to personnel, facility and financing. The maximum incentive is $1,000.00/facility/year, to be based on operation.

Since these are new programs, both of the above will be subject to budget allocation/availability.

5. Agency Assistance Program

The Commission's support of agencies such as the Arena Managers Association of Nova Scotia and the Aquatic Facility Managers Association of Nova Scotia is continued, and methods of improving their service will be under continual review.

These agencies will be assisted with base funding to ensure their continued operation in terms of meetings and conferences. Consideration will also be given to special assistance for carrying out specific projects that meet the Commission's objectives.

This could be done on a contractual basis to assist the Commission (for example, in certain segments of the Needs Assessment Project).

6. Training Development Program (External and Internal)

Two major recreation facility training opportunities are supported by the Commission on an ongoing basis. These are the Arena Managers Course (two weeks each year) and the Recreation Field Turf Managers Course (one week each year).

The Commission continues to provide funding for these courses.

The Commission will further work towards the expansion of these courses and the addition of other courses, such as regional seminars to ensure that training opportunities are easily available to all facilities and areas of the province.

The Commission shall, however, endeavor to coordinate the system to ensure effective and efficient delivery of a consistent program.

This program is a very high priority of the Commission.

In addition to increasing the availability of training for client groups, opportunities will be developed for Commission staff to receive continual upgrading and information on pertinent facility development issues.

Services

1. Provincial Needs Assessment

2. Provincial Facility Quality Assessment

3. Facility Research/Advisory Committee

4. Resource Material Development /Access

5. Interdepartmental Cooperation – Recreation Facilities

Services

1. Provincial Needs Assessment

The achievement of objectives for recreation facility development priorities for both new and existing facilities will have to involve a needs assessment carried out on a provincial scale.

The requirement for a needs assessment was established by the premise that the key objective of a provincial recreation facility development strategy is to assist in providing Nova Scotians with an"optimum level of service both in quantity and quality".

It is obvious that this objective cannot be achieved without a definition or at least an understanding of the "optimum level of service".

An optimum level of service must satisfy a variety of parameters some of which are:

- Community needs
- Commission and government priorities
- Design standards
- Regulatory standards
- Access (distance, location and accessibility)

The Commission will work towards establishing such a needs assessment.

At the completion and acceptance of the assessment, policies and programs must be established to respond to the identified needs.

The process recommended is as follows:

1. The Needs Assessment will be the responsibility of the Sport and Recreation Commission.

2. The project will consist of two steps.
   a) Development of an instrument and methodology
   b) Implementation of study

3. It is proposed that external agencies be contracted to complete 2(a) and 2(b).
4. Input from as wide and varied a public as possible will be necessary, especially from agencies such as RANS and the Union of Nova Scotia Municipalities and from individual municipalities.
5. As far a possible, existing valid documentation will be utilized: for example, provincial inventory and municipal master plans.

   It should be noted that the Commission will continue to support planning activities by municipalities and agencies and these may be coordinated to complement the Needs Assessment.

6. It is proposed that the findings be made public and that consensus among the various stakeholders be an objective of the process.

2. Provincial Facility Quality Assessment

Three main types of renovations to existing facilities are foreseen:

(a) Renovation of facilities simply to replace worn out elements;
(b) Retrofitting, which includes renovations for more efficient operation; and
(c) Renovations to better meet changing needs.

The latter type should be identified in the provincial needs assessment and will be addressed in that process.

The magnitude of (a) and (b), however, is at present an unknown quantity and would not be identified as part of the needs assessment.

At this moment, the renovation of existing facilities and the commitment to keep our facilities operational is a major priority of the Commission; but the Commission has absolutely no measure of the scale of the problem.

The need for renovation and replacement of physical plant will be significant in the next few years. There was a considerable surge of facility construction 15 to 20 years ago, and that means those facilities must be replaced.

A program will be initiated to make a general assessment of the scale of the problem in order to be able to properly plan and also to help individual facilities plan for needed major expenditures for renovations in the near future.

A possible method of carrying out this assessment would be to use provincial government resources such as the Department of Labour, Government Services, Mines and Energy, etc.

Alternatively, the Commission itself could carry out the project either directly by utilizing consultants or indirectly by helping individual facilities to do their own assessments.

3. Facility Research/Advisory Committee

In keeping with the Commission's need to keep abreast of developments not only in recreation but also in the areas of building material, design and construction, a panel of professionals in those fields will be invited to sit on an advisory committee. This committee could:

(a) Advise the Commission on trends and developments in the industry.
(b) Advise the Commission on special concerns or developments in recreation facility development.

4. Resource Material Development/Access

Throughout the Commission's work it has become increasingly evident that there is a significant need to have access to resources on all aspects of facility planning, design, construction, operation, and management.

The required material varies from general information to technical data and management manuals.

Generally speaking, there is a vast amount of written material available to those who know where to find it, and also there is a great amount of duplication.

The Commission will:

(a) Develop a matrix of resource material which is required and
(b) Identify resources that are available and appropriate.

Some resources may have to be produced by the Commission either directly, by contract, or by providing grants to agencies who may be developing appropriate material.

Many times reference has been made to the production of a "reference series on facilities". It is an aim of the Commission to identify resources as part of a "reference series" even though not all resources would actually be produced by the Commission.

The Commission would, however, ensure that there was quick and easy access to any reference so identified.

Resource material need not be restricted to written material and may include audiovisual material such as slide shows or video tape.

5. Interdepartmental Cooperation – Recreational Facilities

The most significant facilities in a community are governmental, recreational or institutional.

The institutional facilities involve a very high level of provincial, as well as municipal, financial investment. They are also generally mutually exclusive, for example, schools, vocational schools, hospitals, correctional institutions at all levels and even industrial elements such as industrial and business parks and malls.

Generally, at a much lower level of investment by both the province and municipalities are recreational facilities. Recreational facilities are not excluded from the institutional facilities and, in fact, are almost always included in them. However, because most design requirements for institutions are unique, there is not a great need to consider needs beyond the specific requirements of the institution being designed.

Therefore, recreational facilities within institutions can cater to general community recreational needs only in a very fragmented way. Community use is usually only considered after the facility is in place. This results, in the worst cases, in duplication of facilities and, at the best, in a frustrating exercise of trying to do the best to provide second best solutions to facility usage by the community.

The Commission is committed to the belief that, provided the special needs and uniqueness of an institution are respected, coordinated provision of recreational facilities within specialized institutional facilities will result in a substantial improvement in the provision of recreational facilities and will do so at little or no additional costs to the province or municipalities.

It is appreciated that there would be additional elements in the planning processes and also in methods of financing; but, if there is a will to make the process work these hurdles should not be insurmountable. The increased quality of services and facilities with the associated efficiency in the provincial investment in facilities, would more than justify the effort.

The Commission is taking steps to ensure its participation in the review of all facilities involving Provincial investment that include recreational components, whether or not the facility planning is initiated by the province.

The Commission has established and is supporting some important interdepartmental committees; with the Department of Education regarding community use of schools; with the Department of Mines and Energy and the Nova Scotia Power Corporation on issues concerning power rates; etc.

Procedures

Changes and refinements have been made to the administration of the Recreation Facility Development Program in response to feedback from clients and partners.

The process for application to any program area is clearly articulated as is the process of application review, the factors which effect and influence that review, the approval process and the process through which applicants are notified of the outcome of the application.

In every case and with every Recreation Facility Development program, the first point of contact for a potential applicant is the appropriate regional office of the Sport and Recreation Commission.

Policies

1. Accessibility
2. Special Agreements
3. School Agencies
4. Camps
5. Donated Material/Labour
6. Under-cost Projects
7. Federal Funding
8. Indian Reserves
9. Work Done Prior to Grant Application
10. Equipment
11. Insurance
12. Design Review
13. Provincial Regulations
14. Building Purchase
15. Commission Priority
16. Formal Agreements

Policies

The policies listed are highlights of areas that have needed clarification.

An attempt has been made to clarify them and bring them into line with present day considerations, coupled with anticipation of future trends and demands.

These policies, unless specifically stated otherwise, are considered part of the Recreation Facility Development program and have to also meet the Recreation Facility Development general criteria.

1. Accessibility

The Commission will take all reasonable steps to eliminate any barriers to full utilization of facilities and their related programs by any Nova Scotian.

The obvious physical barriers are those that prevent access to wheelchairs.

These barriers are also the barriers that are most difficult and costly to eliminate once a building has been constructed.

The removal of barriers to wheelchair access can also result in benefits in many other aspects of the facility, such as access for older adults and even access and movement of supplies and equipment.

For these reasons, in new facilities receiving grants, all public sections of the facility must at least be wheelchair accessible and all public services must be usable, within reason, by a person in a wheelchair.

2. Special Agreements

In certain special cases municipalities and/or community organizations providing general community recreational services, may be considered eligible for Recreation Facility Development Capital Grant funding for facilities normally ineligible under the Recreation Facility Development criteria.

In these cases there will have to be an agreement between the facility owner and the municipality or community organization acceptable to the Commission.

Such agreements may relate to :

- Private facilities
- Commercial facilities
- Universities and Colleges

Any grant would be subject to such additional conditions as the Commission may deem appropriate to enhance or protect the public investment.

3. School Agencies

Applications from schools, school boards, trustees, and other school-related agencies and any organization in the community wanting to apply for a project on school property will only be accepted from the appropriate school board.

An application from, or through, a School Board will be enhanced if there is evidence of a firm financial and programming agreement with the Municipality and/or a community organization for the provision of community recreation programming at the facility.

4. Camps

The Commission recognizes the high value of a quality recreational camping experience.

The Commission recognizes that camps are of a provincial or regional nature and do not necessarily serve only the local community.

There are, however, some major considerations in providing grants to camps and meeting the Commission objectives.

Additional criteria have been established as interim measures until recommendations which may result from the provincial needs assessment are addressed. They are:

1. Priority will be given to existing camps (upgrading).

2. The camp will be residential.

3. The camp should be located in a natural, non-urban setting.

4. The minimum operational period of the camp is six continuous weeks.

5. Details must be provided on the subjects of:
   - clientele
   - activities
   - duration
   - leadership

6. There must be recreational programming.

7. Environmental and ecological concerns must be addressed.

8. Municipality support for the facility will be considered.

5. Donated Material/Labour

A. Where appropriate the Commission encourages the utilization of donated material and labour, and accepts these as part of the applicants contribution to the project.
   There are, however, certain requirements:
   1. The log book provided shall be used.
   2. Written cost estimates shall be obtained from an independent contractor or an appropriately qualified professional.
   3. Material and equipment costs shall be itemized.
   4. When volunteer labour is utilized a log of hours contributed shall be maintained and submitted along with financial statements. The log shall indicate both skilled and unskilled labour.

B. The object of the Recreational Facility Development Program (Capital) is to assist in development and construction of recreation facilities by providing essential financial assistance towards the expenditures incurred by the applicant.

   To maintain this objective, grants shall not exceed the total cash required to complete the project.

6. Under-cost Projects

Grants approvals are based on a specific percentage to a maximum amount.

Should the final project cost be substantially less than the estimate on which the grant was based, the grant may be adjusted to the percentage approved.

7. Federal Funding

If federal funding is involved in a project, assurance of that funding must be established before grant funding is disbursed.

8. Indian Reserves

Applications from Indian Reserves must be submitted by the Band Council and shall be forwarded by the Commission to the Minister responsible for Indian Affairs until such time as other direction is given.

9. Work Done Prior to Grant Application

Applications can be considered for Recreation Facility Development Program (Capital) grant funding only for work done subsequent to the date of completion and acceptance of an application by the regional representative of the Sport and Recreation Commission.

10. Equipment

Facility related essential equipment is eligible for Recreation Facility Development capital grant funding.

Consumable equipment does not qualify.

11. Insurance

Indoor facilities receiving grants shall be required to carry fire insurance.

12. Design Review

The Commission encourages, and in certain cases, requires the review of facility design by agencies having an expertise and concern in the design and or operation of recreation facilities.

The findings of such reviews may be utilized in assessing the grant application.

13. Provincial Regulations

All projects are required to conform with provincial and municipal regulations, and funding may be withheld in the event that any project is in violation of such regulations.

14. Building Purchase

A building purchased for immediate use as a recreation facility is eligible for grant funding.

A building purchased to be renovated immediately or in reasonably near future on a phased basis is eligible for grant funding.

A building purchased for use at some indeterminate time in the future is not eligible for grant funding.

15. Commission Priority

This item in the grant program is intended to allow for flexibility for the Commission to respond to trends in facility development in Nova Scotia without the necessity of changing the entire program.

Commission priorities shall be identified at least in the year prior to implementation, if not earlier, and could be for a specific period or indefinite period at the discretion of the Commission.

An identified Commission priority carries with it a potential grant of up to a maximum of 40 per cent.

The duplication of facilities in the very near future is a major potential problem.

Inter-municipal cooperation is perhaps the most significant cost-effective factor in the provision of recreation facilities.

Therefore, inter-municipal cooperation is identified as an immediate Commission priority.

16. Formal Agreements

Throughout this document references have been made to formal agreements.

Where such is the case the Commission will assist in preparing model agreements that may be considered by participants.

Appendices

A. Brochure Information – Recreation Facility Development Program (Capital)

B. Project Assessment – Fundamental Factors

C. Project Assessment: Enhancements

Appendix A:
Brochure Information – Recreation Facility Development Program (Capital)

Objectives

To assist municipalities and community groups in the construction, renovation or acquisition of facilities for public recreation purposes.

Among the types of projects which are generally eligible for assistance are community centres, pools, sport facilities, parks, playgrounds and outdoor recreation facilities.

The program provides capital assistance for recreation facility development excluding the purchase of land for future development.

The grant shall not exceed one-third of the total capital cost of the approved project.

From time to time the Nova Scotia Sport and Recreation Commission may establish a "Commission Priority" for a specified period of time.

A project meeting the conditions of a "Commission Priority" has the potential to raise the grant percentage to a maximum of 40%.

Criteria

To be considered, projects should:

- Increase sport and/or recreation opportunities for residents of a community or region.
- Be designed for multi-use (where possible and advantageous).
- Reflect public participation in the planning process.

The following factors will be fundamental to the assessment of applications:

- Planning needs assessed
- Accessibility
- Municipal support
- Community usage
- Availability, or lack of, similar facilities
- Management/maintenance training (if appropriate)

In addition to the fundamental elements, there are additional factors which may enhance the assessment of an application.

- Modifications to meet changing needs
- Municipal projects
- Projects meeting an identified provincial sport/recreation need
- Projects identified in independent master planning process
- Management/maintenance training (if not essential)
- Small projects in rural areas not well served by facilities
- Performance in managing previous grant projects

Sport and Recreation Staff will assist applicants in this process and will indicate the standard expected in each case. They may indicate additional factors to enhance the application assessment.

For these reasons it is very important that the applicant meet with the appropriate Regional Representative at the earliest opportunity in the planning of a project.

Eligibility

- Municipalities and community organizations incorporated as a non-profit society under the Societies Act of Nova Scotia or an equivalent accepted by the Sport and Recreation Commission.
- The applicant must have clear title to the land involved in the project or, alternatively, a long-term lease (minimum 10 years) or a joint use agreement acceptable to the Sport and Recreation Commission.
- Assurance and supporting evidence of:
  (a) strong local support.
  (b) The ability to generate the major portion of the capital and ongoing operational costs of the facility.
- New facility construction must include a minimum of wheelchair access to all program and public areas of the facility.
- Eligible work will be identified by Regional Representatives.
- Work done prior to contact with Regional Representatives is not eligible
- All work identified by the Regional Representative as eligible may be undertaken without penalty at any time.

Procedures

The application must be accompanied by:

1. A copy of:
   - organization's constitution and bylaws
   - a list of the executive members of the organization
   - proof of incorporation
   - deed/lease to land involved in the project

2. Documentation verifying Municipal Council's awareness of the application.

3. Estimated construction start date and time required to complete project.

4. Specific details of the proposed methods of meeting all capital and operating costs.

5. Assurance of compliance with local bylaws and National Building Code if applicable. Supplement 5 of the National Building Code (relating to provisions for the handicapped).

6. Assurance that, where required, working drawings will be submitted and approved before construction starts to the:
   - Fire Marshal
   - Local Building Inspector
   - Nova Scotia Power Corporation
   - Nova Scotia Department of Environment
   - Nova Scotia Department of Health and Fitness
   - Nova Scotia Department of Lands and Forests
   - Other regulatory agencies as required

Please note that all projects are required to comply with Provincial and Municipal regulations and funding may be withheld in the event that any project is in violation of such regulations.

7. A sketch or drawing of the project must be provided if requested.
   - Site plan showing land ownership and phasing where applicable. Approximate scale 1"= 40' to 2000'.
   - Details showing building material, type of equipment, etc. Approximate scale 1/4" or 1/2"= 1'0".

8. The Cost Analysis Section of the application form must be completed in full. If estimated values of donated labour and/or materials are used, this should be clearly and specifically identified.

The Nova Scotia Sport and Recreation Commission will provide log books for the recording of donated labour and material.

9. Structures or modifications to structures valued in excess of $60,000.00 must have the design checked and certified by a professional architect or engineer licensed to practice in Nova Scotia.

10. In certain cases the Commission may request a facility design to be reviewed by agencies having special expertise in the design and/or operation of recreation facilities.

The findings of such a review may be used in assessing the application.

11. In addition to the above conditions, specific policies exist respecting School Agencies, Camps, Major Facilities and formal usage agreements.

Regional Representatives can provide further information on these.

Have you included the following with your application?

Requirements of:
- Fire Marshal
- Local Building Inspector
- Nova Scotia Power Corporation
- Nova Scotia Department of Environment
- Nova Scotia Department of Health and Fitness
- Nova Scotia Department of Lands and Forests

Drawings:
- Site Plan
- Building Materials

Documents:
- Proof of Incorporation
- Constitution and Executive of Organization
- Municipal Resolutions
- Lease or Deed

Review and Response Process

The Nova Scotia Sport and Recreation Commission will carry out application reviews twice a year (spring and fall).

Each application will be reviewed and assessed by the appropriate Regional Representative and Coordinator of Facility Development before being forwarded to Commission Management.

Should the application receive approval of financial assistance, the Commission will notify the applicant directly.

If the application is not approved in the first and/or second review, the applicant will be advised.

If approval is still not obtained at its third review, the application will be returned to the applicant.

It should be noted, however, that the applicant may still be eligible to re-apply.

It is emphasized that the assessment referred to under "criteria" forms an important component of the review process. It is important that applicants work closely with Regional Representatives in the preparation of applications.

In addition to assisting applicants directly with application processing, the Regional Representative can provide important related information of potential value to the applicant.

This information could be concerning other Commission programs such as Planning Assistance grants or the availability of resource material such as publications and also the assistance available from other members of Commission staff.

Payment of Grant

- Payments of approved grants or portions of such are made on evidence of costs incurred. Details of financial expenditures will be required. Evidence of actual cost incurred for progress payments should be in the form of a contractor's certificate, where there is a contractor, or a formal declaration, certifying costs incurred, and executed by the individual responsible for supervision of the construction project.
- In the event that the actual costs are significantly less than the estimate, the amount of the approved grant will be reviewed and may be revised.
- If the applicant wishes to utilize donated material, equipment or labour as part of their contribution they will be required to maintain a detailed record in a log to be provided by the Commission.
- Grants shall not exceed the direct cash requirement of the project.

For purposes of Recreation Facility Development Program (Capital) "Applicants Contribution" is the total of financial, and equivalent, resources brought to the project by the applicant but not including the provincial grant.

Final payment of a grant will be made when a certificate of satisfactory completion of the project, including a Statement of Total Expenditures, has been submitted to the Sport and Recreation Commission. The certificate shall indicate that the project conforms with all pertinent regulations, and with the project description as approved for the grant.

In the case of non-profit organizations this Statement of Total Expenditures must be signed by the President and one other member of the executive of the association and submitted to the Nova Scotia Sport and Recreation Commission.

Appendix B:
Project Assessment: Fundamental Factors

There are six factors which are fundamental to the review of each Recreation Facility Development Program (Capital) grant application. Within each of the six areas there are a variety of factors which could be addressed and assessed by applicants.

It is emphasized that assessments will be made appropriate to the scale of the project.

1. Planning

The rationale of the project should be clearly identified and its implications, for the short and long-term, must be assessed.

The need for good planning, no matter how large or small the project, cannot be over stressed.

Regional Representatives will assist in identifying appropriate planning related to a specific project.

2. Accessibility

Reasonable steps must be taken to eliminate, as much as possible, barriers to accessibility.

The manual "Access for All" published by, and available from, the Recreation Council on Disability in Nova Scotia is recommended for providing guidelines for accessibility.

3. Municipal Support

The level of Municipal support of the project should be clearly identified. The review should take into consideration:

1. Basic Support:
   a) Endorsement
   b) Neutrality
   c) Opposition
2. Service Support:
   a) Construction
   b) Operations and Maintenance
   c) Equipment
   d) Land
3. Financial Support:
   a) Loan Arrangement
   b) Grant — nominal
      — major

4. Community Usage

Such questions as "Does this project have an impact on a broad cross section of the community?" and "Have the program needs based on the community's use of the facility been considered?" must be addressed in the planning stages of any project.

Other factors requiring attention include:

- The philosophy and conditions of open or restricted usage
- Variety of types of users
- Community recreation activities as opposed to **general** usage
- Cooperation between communities and community facilities
- Multiple use

5. Similar Facilities

The Sport and Recreation Commission is concerned that facilities and programs may be duplicated.

Applicants should therefore consider the following questions very carefully:

- Does this facility duplicate or enhance recreation services and to what degree?
- Will this facility be providing services in cooperation, as opposed to in competition, with other similar facilities in the area?

6. Management Training

Ongoing quality management, maintenance, and/or operation of a facility is essential to its effective operation and efficiency.

Those planning construction of a facility should review the options for training and/or upgrading a manager's skills:

- Facility Seminars
- Arena Managers Course
- Business Administration
- Continuing Education

*** Note:**
This factor is only to be used as fundamental in the assessment of major facilities such as arenas, pools and recreation complexes.

For other facilities it may be used to enhance the assessment.

Appendix C: Project Assessment: Enhancements

There are a variety of elements and activities which, when in place, can enhance the review of an application. It is not necessary that all enhancements be considered for every project, however they are desirable and reflect that in-depth assessment and research of the project has been addressed by an applicant.

Some of these enhancements are:

Retrofitting:
To add to or change the structure or equipment of a facility to better meet changing or new needs or demands.

Municipal Projects:
Projects directly and totally under the control, supervision and responsibility of the Municipal government.

Provincial Sport/Recreation Needs:
Some projects, although in response to local community needs, may also fulfil needs previously identified by Provincial Sport or Recreation Organizations.

Management Training:
This can cover an entire range of training from seminars to University Degree courses. The applicant's (organization's) desire and willingness to maintain an informed and effective management and/or operational situation is reflected by their commitment to training opportunities.

Small Rural Projects:
These projects are usually low cost ($10,000 or less) and are for facilities in more isolated areas with few facilities to service recreation needs.

Prior Performance:
In some instances an applicant may have had a capital grant previously. The way in which the grant was administered, utilized and accounted for could enhance a current application.

Unique or Extenuating Circumstances:
In certain situations a case may be made for special consideration and enhancement of an application, e.g., unforeseeable problems or developments.